#### **Administration for Children and Families**

(dollars in millions)

<b>Budget Authority:</b>	1996 <u>Actual</u>	1997 Enacted	1998 <u>Request</u>	Request +/- Enacted
Discretionary	\$7,215	*\$7,785	\$7,994	+\$209
Entitlement	26,090	30,845	26,630	-4,215
Total	33,305	38,630	34,624	-4,006
Outlays:				
Discretionary	7,123	7,582	7,826	+244
Entitlement	23,900	27,442	28,695	+1,253
Total	31,023	35,024	36,521	+1,497
FTE	1,732	1,669	1,627	-42

<sup>\*</sup> Includes \$937 million CCDBG funding available on October 1, 1998.

#### **Summary**

The Administration for Children and Families (ACF) is the Department's lead agency for programs serving America's children, youth and families. Its programs are at the heart of the Federal effort to strengthen families and give all children a decent chance to succeed. Head Start, child care, and child welfare services emphasize early childhood health and development. Through the Community Schools program and services for runaways, ACF promotes safe passages for our youth. In addition, ACF has responsibility for a range of social services and income assistance programs which support low-income families across the country.

For a number of years, ACF has been a principal player in working to overhaul the

nation's welfare system which culminated in the enactment of the Personal Responsibility and Work Opportunity Reconciliation Act. ACF is responsible for the implementation and management at the Federal level of this new legislation including responsibility for administering the Temporary Assistance for Needy Families and the enhanced Child Support Enforcement programs. The reduction in budget authority for entitlements from FY 1997 to FY 1998 reflects the use of unexpended funds carried over from FY 1997 to FY 1998 for AFDC.

#### **Discretionary Program Summary**

LIHEAP 13%

# Administration for Children and Families FY 1998 Discretionary Funding Head Start 54% Other Activities 3% VAWA Activities 1% Refugee Programs 6%

Child Care Block Grant 13% Community Services Block Grant 5%

In FY 1998, ACF is seeking \$8 billion for discretionary programs. Through a wide array of activities, ACF assists States and local communities in promoting opportunities for children and their families to grow, learn and thrive. By providing resources to States and community-based organizations, ACF helps to provide child development and care, meet the needs of the disabled, and support other special populations including refugees and Native Americans.

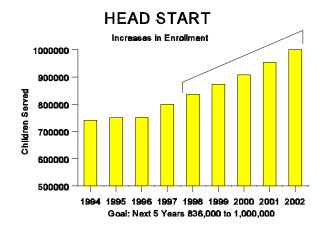
#### **Head Start**

One of the President's top priorities has been and continues to be investing in Head Start and expanding enrollment. In FY 1998, the President is seeking \$4.3 billion for Head Start to serve an additional 36,000 children. This request, an increase of \$324 million over FY 1997, will provide 836,000 children and their families with the comprehensive services that Head Start is famous for. This additional investment puts Head Start on track to serve 1 million children by the year 2002.

For over 30 years, Head Start has been this Nation's premier early childhood program, serving low-income children and families

through comprehensive education, nutrition, health and social services. Evaluations of Head Start children continue to show that the Head Start experience has a positive impact on school readiness, increases children's cognitive skills, self-esteem, and achievement motivation, and improves school social behavior. Head Start also helps to improve the parenting skills and employment related skills of Head Start parents.

On November 5, 1996, Head Start published the most thorough revision of the Head Start Program Performance Standards in nearly 20 years. The standards are the key regulations that



set the guidelines and standards for quality in Head Start programs nationwide. In the spirit of the Administration's reinvention goals, the revised standards were developed based on communication and consultation with over 2,000 people and national organizations, including parents, national experts in child development, national children/family organizations, local community educators and Head Start staff. This new version reaffirms the core elements of the Head Start vision, as well as integrating new standards for infants and toddlers, reforming the structure of the standards for increased ease of use, incorporating emerging research knowledge and the expertise of health professionals, and highlighting the importance of collaboration between Head Start programs and the broader

community. Head Start is also continuing the process of developing Program Performance Measures to assess the quality and effectiveness of the program through outcomes and indicators. These measures are intended to provide a process for continuous improvement over time.

In previous years, only three to four percent of Head Start children were served in full-day full-year programs. Now welfare reform will be moving more parents into training or jobs, thereby increasing the need for full-day child care. To better meet the child care needs of these low-income families. Head Start is taking an innovative approach. Through collaboration and partnerships with local child care providers, Head Start programs will provide more high quality, full-day and full-year slots than ever before. The FY 1997 appropriation provided an additional \$411 million, of which \$227 million will be used to provide up to 50.000 additional children with full-day, full-year Head Start services.

In FY 1998, Head Start is continuing its commitment to infants, toddlers and pregnant women through increases in the Early Head Start program. The Early Head Start program was established in FY 1995 in recognition of the mounting evidence that the earliest years are extremely important to children's growth and development. Serving low-income children under the age of three, Early Head Start funds in FY 1998 will be equal to 5 percent of the total Head Start budget, or \$215 million. These funds will support an estimated enrollment level of 35,000 children and their families. Children and families enrolled in Early Head Start will receive early, continuous, intensive and comprehensive child development and family support services.

#### Child Care & Development Block Grant

The FY 1998 proposed funding level for the Child Care and Development Block Grant

(CCDBG) is \$1 billion. This amount, combined with the \$2.1 billion provided in the Personal Responsibility and Work Opportunity Reconciliation Act of 1996, will further the Administration's commitment to supporting working families and moving families from welfare to work.

Child care can be an enormous financial burden, particularly for low-income working families. The Child Care and Development Block Grant provides child care funds to States for low-income families with a parent who is working or attending a training or educational program.

The Administration's strategy is to help States build capacity to ensure adequate supplies of child care providers; expand programs to ensure that both working families and families on temporary assistance are served; link child care with other critical family services; leverage additional funds from the private sector and other sources; and evaluate results through data collection and research.

#### **Community Services Block Grant**

The Community Services Block Grant
Program provides States, territories, and Indian
Tribes with a flexible source of funding to help
reduce poverty, including services to address
employment, education, housing assistance,
energy and health services. In FY1998,
\$415 million is requested for the Block Grant.
ACF is not seeking funds for previously
supported discretionary Community Services
programs, i.e. Community Economic
Development, Community Food and Nutrition,
National Youth Sports and Rural Community
Facilities.

#### Violence Against Women/Crime Bill Programs

Domestic violence is a serious problem in our society today affecting families all across the country. In FY 1998, ACF is requesting full funding for its Violence Against Women programs at \$86.2 million, including \$70 million for the Grants for Battered Women's Shelters program. This program, which includes Family Violence activities, helps States and Tribes provide immediate shelter and related services to victims of abuse and their dependents as well as domestic violence awareness activities. There are approximately 1,200 shelters in the United States. The Department of Health and Human Services helps to support approximately 1,000 of these.

Another important component of the Department's Violence Against Women activities is the Domestic Violence Hotline (1-800-799-SAFE). HHS is requesting \$1.2 million for this activity in FY 1998. This national, 24-hour, toll-free hotline provides crisis assistance, counseling, and local shelter referrals across the country. First begun in February, 1996, the hotline has received over 72,000 calls. Hotline counselors are available for English and non-English speakers and the hearing impaired.

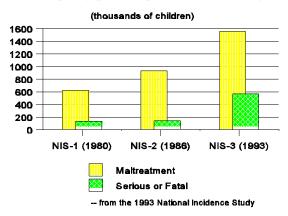
The request also includes \$15 million for Sex Abuse Prevention for Runaway and Homeless Youth and \$12.8 million for the Community Schools program.

#### **Child Welfare and Child Abuse**

In FY 1998, the budget includes \$389 million in discretionary funding for child abuse and child welfare programs, the same level as in FY 1997. This includes programs recently reauthorized in the Child Abuse Prevention and Treatment Act (CAPTA), and Title IV-B1 child welfare discretionary programs.

The findings of the recently released third National Incidence Study of Child Abuse and

#### Maltreatment Incidences



Neglect (NIS-3) show a sharp increase in the scope of child abuse. An estimated 1.55 million children in the U.S. were abused or neglected. Of these reports, about half a million were reported serious or fatal. The total number of children abused or neglected was two-thirds higher in this study than in the last one conducted (in 1986).

#### **Adoption Initiative**

Today, there are over 450,000 children in America in our nation's foster care system. More than half have been in foster care for two years or longer. Over seven out of ten of these children are minorities or have other special needs -- they are disabled, older or have siblings who also need to be adopted. While the majority of these children return to their homes, nearly 100,000 do not. These children wait a long time, an average of three years, to be placed in permanent homes. Each year, State child welfare agencies secure homes for less than one-third of the children whose goal is adoption or another permanent placement. The

Administration seeks to improve this situation, and bring more waiting children into healthy, stable homes.

Last year, approximately 20,000 children were adopted out of the foster care system, and 7,000 were placed in legal guardianships. The Administration believes that by working with States to identify barriers to permanent placement, setting numerical targets, rewarding successful performance, and raising public awareness, States can double the number of adoptions and permanent placements to 54,000 children by the year 2002.

To accomplish this, the budget targets \$21 million in discretionary spending to help States improve adoptions. Of this amount, \$10 million will go towards training and technical assistance, \$10 million towards identifying and removing barriers to adoption, and \$1 million to public awareness. In addition, the Administration proposes paying incentives to States for increases in adoptions over the previous year under the Title IV-E Foster Care/Adoption Assistance program, to be offset by reductions in the cost of Foster Care payments.

#### **Low-Income Home Energy Assistance Program (LIHEAP)**

LIHEAP is a heating and cooling assistance program, targeted towards low-income households in the States, the U.S. Territories, Indian Tribes, and Tribal organizations. These funds support and protect the health and safety of nearly 6 million low-income households, including the elderly, disabled, and families with young children.

Flexible program requirements allow States the discretion to target assistance to the areas with greatest need. A portion of LIHEAP funds is set aside for weatherization, and to leverage additional energy dollars from non-Federal sources.

The FY 1998 level for LIHEAP is \$1 billion. The request includes an additional \$300 million contingency emergency fund. An advance appropriation of \$1 billion in advance funding for FY 1999 is also included in the request.

#### **Refugee Resettlement**

The Office of Refugee Resettlement has been successful in resettling large numbers of refugees fleeing persecution in their home countries. Most recently, ORR has played a lead role in resettling over 6,700 Kurdish evacuees from Iraq. This has been done in partnership with private resettlement agencies, the States, and Federal agencies.

The FY 1998 budget request for the Refugee and Entrant Assistance program is \$392.3 million plus \$3.4 million in carryover funds, a \$31 million decrease from FY 1997. The funding level is based on a projected refugee ceiling of 75,000 for FY 1998, the same level as in FY 1997. However, because refugees ceiling level are declining from the 110,000 which came into this country during FY 1996, the funding levels requested for FY 1998 can decrease slightly. In addition, the request will support the projected movement of 15,000 Cuban entrants under the U.S./Cuban joint migration agreeement. The funding level will provide Cash and Medical Assistance to refugees, as well as provide them with Targeted Assistance and Social Services through their States and a number of private resettlement agencies.

#### **Developmental Disabilities**

The FY 1998 funding for the Administration for Developmental Disabilities is \$114.2 million, the same level as their FY 1997 funding. This program helps States to ensure that all persons with developmental disabilities are able to access

services for enhanced independence, productivity, integration, and inclusion in the community. The program provides grants to State Developmental Disability (DD) Councils, Protection and Advocacy Programs (P&As), as well as University-Affiliated Programs (UAPs) and Projects of National Significance.

#### Research

The FY 1998 request is \$18 million for children's research and demonstration. While this does represent a \$26 million reduction in direct spending, ACF has available \$21 million in mandatory funds for FY 1998 to conduct welfare research and child welfare longitudinal studies. These fundsw were made available through PRWORA. This amount includes \$6 million for a longitudinal child welfare study, and \$15 million for welfare research.

#### **Federal Administration**

The FY 1998 level of funding for ACF Federal staff and operations expenses is \$143.1 million, the same level as in FY 1997.

#### **ACF Entitlement Program Summary**

The Department's FY 1998 ACF Budget includes \$28.7 billion in outlays for entitlement programs. Included within this total is funding for the Temporary Assistance for Needy Families program, the Contingency Fund for State Welfare programs, and the Child Care Entitlement to States. Funding for these programs was pre-appropriated by the Personal Responsibility and Work Opportunity Reconciliation Act (P.L. 104-193). The ACF entitlement budget also requests FY 1998 funding for Child Support Enforcement; Foster Care, Adoption Assistance, and Independent Living; Family Preservation and Support; and

the Social Services Block Grant.

During FY 1998, ACF will complete transition to the new programs created by P.L. 104-193 and phase out the programs repealed by that Act, including Aid to Families with Dependent Children, AFDC Child Care, JOBS, and Emergency Assistance.

#### **Temporary Assistance to Needy Families**

Title I of P.L. 104-193, the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA), created the Temporary Assistance for Needy Families (TANF) program, which transforms welfare into a system that requires work in exchange for time-limited benefits. The legislation repeals the Aid to Families with Dependent Children (AFDC), AFDC Child Care, Emergency Assistance (EA) and the Job Opportunities and Basic Skills Training (JOBS) programs and replaces them with a single capped entitlement to States.

All States must implement TANF by July 1,1997; States have the option of implementing prior to that date. Until a State implements TANF, the State remains subject to the provisions of the AFDC, EA, and JOBS programs that were in effect as of September 30, 1996.

States have wide flexibility under TANF to determine their own eligibility criteria, benefit levels, as well as the type of services and benefits available to TANF recipients. Each family must be needy, as defined by the State, and must include (or be expecting) a child. States are required to assess the skills of recipients and help them prepare for and find work. Adult recipients must work after receiving assistance for 24 months or less, with few exceptions. States are also required to meet minimum participation rate requirements. Twenty-five percent of all families must be engaged in work

activities in FY 1997, rising to 50 percent in FY 2002. Seventy-five percent of two-parent families must participate in fiscal years 1997-98 and 90 percent thereafter. Families who have received assistance under TANF for five cumulative years (or less at State option) will no longer be eligible for assistance funded with Federal TANF dollars.

#### **Programs Financed**

The following activities are authorized and preappropriated under P.L. 104-193 for the implementation of the Temporary Assistance for Needy Families program and are integral parts of welfare reform:

- Family Assistance Grants to States and Territories:
- Matching Grants to Territories;
- Supplemental Grants for Population Increases;
- Tribal Work Programs;
- Loans for State Welfare Programs.

## **Contingency Fund for State Welfare Programs**

Title I of PRWORA also established a Contingency Fund to assist those States which, due to economic hardship, need additional funds above their TANF grant to allow them to provide assistance to needy families. States are eligible for these matching funds during periods of high unemployment or rising Food Stamp caseloads. The total amount of Contingency Funds appropriated for FYs 1997-2001 is \$2 billion.

#### **Child Care Entitlement to States**

The PRWORA authorized and preappropriated funds of \$2.1 billion for child care programs to allow States maximum flexibility in developing child care programs. This amount, combined with the \$1 billion requested for the Child Care and Development Block Grant, will further the Administration's commitment to supporting working families and moving families form welfare to work.

The programs financed by child care entitlements include the following:

- Mandatory Child Care Mandatory funds are allocated to grantees based on historic levels of Title IV-A child care expenditures. Two percent of the total appropriation is set aside for Tribes.
- Matching Child Care This is the total allocation, less the mandatory child care allocations and the two percent tribal setaside. Matching funds will be distributed using the At-Risk Child Care Program formula and must be matchedat the FY 1995 Federal matching ratios (FMAP).
- Training and Technical Assistance These amounts are set aside for training and technical assistance to States and Tribes.

#### **Child Support Enforcement**

The Child Support Enforcement (CSE) program is a joint Federal, State and local partnership that seeks to locate non-custodial parents, establish paternity when necessary, and establish and enforce orders for support. The Federal government shares in the financing of this program by providing a 66% match rate for

general State administrative costs, a 90% match rate for paternity testing, and 80% or 90% for specified automated systems requirements. The CSE program also includes a capped entitlement of \$10 million for grants to states to support efforts to facilitate noncustodial parents' access and visitation of their children.

The CSE program strengthens families by helping children get the support they deserve from non-custodial parents. In non-TANF cases, child support collections are forwarded to the custodial family. By securing support on a consistent and continuing basis, non-welfare families may avoid the need for public assistance, thus reducing welfare spending. Applicants for TANF assign their rights to support payments to the State as a condition of receipt of assistance. TANF child support collections are shared between the State and Federal government. A portion of the Federal share of child support collections is paid to the States as incentive payments based on their cost effectiveness in operating the program and the collections achieved.

The PRWORA contains major revisions to the federal child support statute including: a State requirement to establish paternity as a condition of receiving TANF and Medicaid funds; State penalties for failure to enforce noncooperation of paternity establishment; new enforcement techniques, including the revocation of drivers and professional licenses for delinquent obligors; uniform rules, procedures, and forms for interstate cases; and the requirement that states establish centralized collections and disbursement units and State and National case registries and Directories of New Hires. Additionally, PRWORA requires that a report be submitted to Congress by March 1, 1997 which recommends a new incentive formula for the program.

In FY 1998, it is estimated that a total of \$3.5 billion in Federal and State dollars will be

expended in order to collect over \$13.7 billion in payments. This represents an 8 percent gain in collections over FY 1997 and a total return of almost \$4 for every dollar invested in the administration of the program. Since the inception of the program in FY 1975, a total of \$95 billion has been collected.

## Foster Care, Adoption Assistance and Independent Living

A total of \$4.3 billion in budget authority is requested in FY 1998 for the Foster Care, Adoption Assistance and Independent Living programs. Of this request, \$3.5 billion is requested for the Foster Care program, which will provide payments on behalf of almost 292,000 children each month. This request will also fund State administration, including child welfare case management systems, training, and State data systems. In FY 1998, under the Adoption Assistance program, ACF is requesting \$701 million to provide subsidy payments to families who have adopted special needs children. Payments are made on behalf of adopted children up to their 18th birthday and this level of funding will support approximately 153,000 children each month. The Independent Living Program will receive \$70 million to continue services to help teenagers under State supervision make the transition to living on their own.

Under the Adoption Initiative outlined earlier, the administration proposes paying incentives to States for increases in adoptions of children through the public system. This entitlement will result in no net increase in outlays because increases in Adoption Assistance will be offset by savings in Foster Care.

#### **Family Preservation and Support**

For FY 1998, \$255 million is requested for States and eligible tribes as part of a continuing five-year funding plan started in FY 1994 to strengthen family preservation and support services. These services help State protection welfare agencies and eligible Indian tribes establish and operate integrated, preventive family, preservation services and communitybased family support services for families at risk or in crisis. Family preservation services are activities that help families alleviate crises that might lead to out-of-home placements of children because of abuse or neglect. Family support services, often provided by communitybased organizations, are voluntary, preventive activities to help families nurture their children. These activities help to prevent the unnecessary separation of children from their families and improve the quality of care and services.

#### **Social Services Block Grant**

The Social Services Block Grant is a grant to States, allowing them the flexibility to provide or supplement services at the State and local levels. Programs or services most frequently provided include child care and elder care, drug abuse prevention and treatment activities, home based services, employment services, foster care, adoption services, prevention and intervention programs, and special services for the disabled. The PRWORA reduced the authorization for the SSBG from \$2.8 billion to \$2.4 billion through FY 2002.

#### **AFDC and Related Programs**

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) replaced the Aid to Families with Dependent Children (AFDC) Benefits, State and Local Administration, Emergency Assistance (EA), IV-A Child Care, and Job Opportunities and Basic Skills Training (JOBS) programs with TANF and the Child Care Entitlement programs.

The AFDC program provided financial assistance to low-income families with dependent children who had been deprived of parental financial support due to the death, disability, unemployment or continued absence of a parent. States had the option of operating Emergency Assistance programs, which provided financial assistance and services to needy families with children to meet temporary, emergency needs. Funding for child care services were available under the AFDC/JOBS. Transitional and At-Risk Child Care programs. The JOBS program provided AFDC recipients with the education, training and employment services needed to avoid long-term welfare dependency.

FY 1997 estimates reflect the phaseout of funding for AFDC, EA and JOBS. States will receive funding for these programs for only part, if any, of FY 1997 due to their implementation of TANF. Estimates for FY 1998 represent claims for expenditures incurred before these programs were repealed. These claims will be paid from carry over balances from prior years.

# CHILD SUPPORT ENFORCEMENT COLLECTIONS AND COSTS

(Dollars in millions)				
	1996 <u>Actual</u>	1997 Enacted	1998 <u>Estimate</u>	Request +/- Enacted
<b>Total Collections Distributed to:</b>				
TANF/FC Families	\$474	\$149	\$149	\$0
Non-TANF Families	8,975	9,830	10,884	1,054
TANF Program	2,246	2,689	2,669	- 20
FC Program	24	<u>26</u>	27	<u>+1</u>
Total	\$11,719	\$12,694	\$13,729	+ \$1,035
Distributed to AFDC Program				
Net Federal Share	\$857	\$1,069	\$1,032	- \$ 37
State Share plus Incentives	<u>1,389</u>	<u>1,620</u>	<u>1,637</u>	<u>+ 17</u>
Total	\$2,246	\$2,689	\$2,669	- \$ 20
Administrative Costs				
Federal Share	\$1,984	\$2,335	\$2,386	+ \$ 51
State Share	982	<u>1,060</u>	<u>1,150</u>	+ 90
Costs	\$2,966	\$3,395	\$3,536	+ \$ 141
Program Saving and Costs (Collections minus Costs)				
Federal Costs	\$1,127	\$1,266	\$1,354	+ \$ 88
State Savings	<u>(407)</u>	<u>(560)</u>	<u>(487)</u>	<u>+ 73</u>
Net Costs	\$720	\$706	\$867	+ \$161

## ACF OVERVIEW ENTITLEMENT SPENDING

#### (Dollars in millions)<sup>1</sup>

	1996 <u>Actual</u>	1997 <u>Enacted</u>	1998 <u>Estimate</u>	Request +/- Enacted
Temporary Assistance for Needy Families <sup>2</sup>	\$111	\$13,658	\$16,757	+ \$3,098
Contingency Fund <sup>2</sup>	0	45	80	+ 35
Child Care Entitlement <sup>2</sup>	0	1,967	2,175	+ 208
Child Support Enforcement	2,390	2,782	2,833	+ 51
Foster Care/Adoption Assistance	4,322	4,445	4,311	- 134
Children's Research & Technical Assistance $^{2,\ 3}$ .	37	32	66	+ 28
Family Preservation & Support	225	240	255	+ 15
Social Service Block Grant	2,381	2,500	2,380	- 120
AFDC/EA/JOBS/Related <sup>4,5</sup>	16,624	5,176	-2,226	- 7,397
Total, Program Level/BA	\$26,090	\$30,845	\$26,630	- \$4,215

<sup>1</sup> Numbers may not add due to rounding.

<sup>2</sup> Programs are preappropriated.

<sup>3</sup> In FY 1996, \$6 million and in FY 1997, \$21 million of pre-appropriated funds in this account were rescinded by the Congress.

AFDC and related assistance is shown net of child support collections.

<sup>5</sup> The negative budget authority shown for FY 1998 represents the use of funds carried over from FY 1997. Out of a total of \$3,091 million available at the beginning of FY 1998, we estimate that \$2,226 million will be expended.

## ACF OVERVIEW DISCRETIONARY SPENDING

(dollars in millions)

Head Start	1996 <u>Actual</u> \$3,569	1997 Enacted \$3,981	1998 <u>Request</u> \$4,305	Request +/- Enacted +\$324
LIHEAP	1,080	1,005	1,000	-5
Child Welfare/Child Abuse	371 0	389	389 21	 +21
Refugee and Entrant Assistance	413	427	396	-31
Community Services Block Grant Comm. Services Discretionary Activities	389 46	489 47	415	-74 -47
Runaway and Homeless Youth  Community Schools	59 	59 13	59 13	
Violence Against Women Activities	54 114 35 0 150	82 114 35 44 143	86 114 35 18 143	+4   -26 
Child Care Block Grant*	935  \$935	19 <u>937</u> \$956	1,000  \$1,000	NA <u>NA</u> +44
TOTAL, Program Level/BA	\$7,215	\$7,785	\$7,994	+\$210

<sup>\*</sup>Of the \$1 billion request for FY 1998, \$937 million was advance appropriated in FY 1997.

<sup>\*\*</sup>For the purposes of comparability, this line reflects the FY 1998 advance appropriation of \$937 million as funds for FY 1997. Funds for this program over the past several years were not available for obligation until the last day of the fiscal year, effectively funding the program for the *next* fiscal year as opposed to the year in which the funds were appropriated. Moving the day in which funds can be obligated from the last day of the fiscal year to the first day of the next fiscal year merely formalizes this arrangement.